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ABSTRACT

A party of vocational educators from the United Kingdom (UK) traveled to the Federal Republic of Germany (FRG) to examine West German vocational education and training for the hotel and catering industry. During the study, the investigators examined the training with respect to regulations, the content of training, and the structure of the assessment system. After noting the widespread willingness of West German employers to participate in their country's dual system for vocational education and apprenticeship training, the British observers called for the development of long-term strategies to link the school and business communities in the UK. They also felt that, like the FRG, the UK should take steps to ensure that all full-time technical education program students have a good background in practical skills and that all students under the age of 18 be given day-release for further education. (Appendixes to this report include a description of the dual system, training regulations for cooks, extracts from the training regulations for meister, and a glossary.) (MN)

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VOCATIONAL EDUCATION AND TRAINING FOR THE HOTEL AND CATERING INDUSTRY IN THE FEDERAL REPUBLIC OF GERMANY

REPORT OF A VISITING PARTY

Edited by Chris Ripper and Russ Russell

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PREFACE

This report is made by a party of practitioners in Vocational Education from the United Kingdom who visited the Federal Republic of Germany in October 1982. The visit was organised by the Further Education Staff College - FESC - (Coombe Lodge) and the British Council as one of a series of visits being planned and co-ordinated jointly by the FESC and the British Council at the request of the Department of Education and Science. The main travel expenses are being met by the Central Bureau for Educational Visits and Exchanges, while the main administrative expenses are being met by the British Council.

The United Kingdom - UK - and the Federal Republic of Germany - FRG - have similar industrial structures, comparable populations, and broadly similar patterns of vocational education and training, youth unemployment and ethnic minorities. There are constitutional, organisational and financial differences between the two vocational education and training systems but they both share the characteristic of having a dispersed pattern of authority which makes change slow and necessitates that change is made by agreement and is frequently developmental rather than radical.

It would seem therefore that the British can gain most in any comparative study of UK and FRG from developing an understanding of how the German system works in terms of the motivation and attitudes of its young people towards mobility, industrial co-operation and the quality of their work and social participation. In other words it is in the content and process of the German approach that the British interest principally lies. Attention is being paid to the attitudes of employers, trainers, trade unions and of the wider society to the young people because that can also provide understanding of the sources of the attitudes.

The visiting party was selected from a list of nominations in order to give an appropriate mixture of types of responsibility and experience for the study topic in mind. Further details of the visiting party and of the process of writing the report are given in Appendix F to this report. Although the visiting party was briefed before leaving for FRG none would claim to be an expert on FRG and therefore the group relied heavily on what they were told. Thus the ideas, information and views received by the group were defined by the particular select and short programme of visits (set out in Appendix G to this report). The report is presented acknowledging the limitations in such a process.

This report has been written in such a way as to try to minimise detailed structural descriptions of the institutions and systems in FRG. Readers unfamiliar with the system in FRG may therefore like to read Appendix A to this report before embarking on the main test. A full glossary of terms and abbreviations is contained in Appendix E.

The party presents this report and its recommendations for consideration and gratefully acknowledges the immense assistance and generous hospitality of the host institutions in the Federal Republic of Germany. The report does not necessarily represent the views of any of the institutions mentioned above, or the institutions from which the party was drawn.

I INTRODUCTION TO THE REPORT

BACKGROUND

1 The systems of vocational education and training of the Federal Republic of Germany - FRG - are effective and comprehensive and, while built on laws passed in the last 32 years, are rooted in much older traditions and a broad social support for systematic training. In the Federal Republic the systems of vocational education and training and the attitudes that support them have brought about a situation where the majority are systematically trained. In 1982, when just over one million young people reached the end of compulsory schooling, 650,000 signed apprenticeship agreements and about 200,000 entered full-time vocational colleges.

2 Apprenticeship is, in the Federal Republic of Germany (FRG) the most common way of entering the world of work. The vast majority of those leaving full-time education at 15 or 16 years old take an apprenticeship and it is also common for those who leave at 17, 18 or 19 to take an apprenticeship. Furthermore, all supervisors and technicians and many middle managers are recruited from the ranks of the ex-apprentices.[1*] For these latter reasons most parents are pleased to apprentice their sons and daughters and support them through this period of relatively low wages.[2] The idea that the completion of an apprenticeship is the beginning of a career with many alternatives opening up is very important. The system is highly regarded by employers, parents and by young people. The system is encouraged both by employers' organisations and governments and is now, in the 1980s, larger, more comprehensive, and more closely controlled by legislation than it has ever been.

3 Under current legislation all apprentices must receive on the one hand a systematic training from their employers and on the other release to a Berufsschule (Vocational College) for one or two days a week where they receive appropriate theoretical and general education. This requirement for both training and education is known as the 'Dual System'. Although the Berufsschule component was only added at the turn of the century the apprenticeship system is always regarded as having mediaeval roots. In 1945 however the legal basis of the system was in tatters. The early re-establishment of the Dual System, its confirmation in legislation from the early 1950s onwards and its progressive extension since are all widely regarded in FRG as the foundation of the Wirtschaftswunder (Economic Miracle) of the re-establishment and continued success of the economy of the country.

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*All notes are gathered into Appendix D.

4 Currently the detailed arrangements and legal authority of the Vocational Training half of the Dual System derive from two main Federal Acts :

a. Berufsbildungsgesetz - 1969 (Vocational Education Act)

b. Berufsbildungsförderungsgesetz - 1981 (Vocational Training Promotion Act)

5 Under the two Acts mentioned in paragraph four above, apprenticeships are subject to the following controls :

a. All apprenticeships must be within one of the 460 or so trades for which training regulations are provided by the Federal Authorities.

b. All apprenticeship contracts must be registered with a local Kammer (Chamber) which then becomes responsible for overall supervision of the contract.

c. All firms making apprenticeship contracts must have, in the opinion of the Kammer, adequate facilities to provide the training required and an adequate number of fully qualified staff to undertake the training or make suitable arrangements with other firms or group off-the-job training centres.

d. All apprentices must receive release to Berufsschule on a day or block-release basis.

e. All apprentices must be informed of the training plan which the firm must make, and the apprentices must keep log-books of their training in order to enter the examinations.

f. The Kammer must appoint examination boards comprising employers, trade unionists and teachers from the colleges to set and conduct the examinations.

g. The examinations comprise written, practical and oral elements.

6 In order to trade individuals or enterprises must register with a local Chamber (Kammer). For most economic activity, and this is the case for the Hotel and Catering Industry, this means the local Industrie- und Handelskammer (Chamber of Industry and Commerce). By long tradition, however, there are 125 clearly specified trades (within the 460 mentioned above) which are specifically marked out as 'Handwerk' (Craft Trades). These trades may register with the local Handwerkskammer (Chamber of Crafts) and they almost invariably do so register. These Handwerk trades include the Butchers, Bakers, Confectioners, as well as Masons, Carpenters, Hairdressers, Printers and so on. on.

7 Handwerk and its traditions are particularly important in the training systems of the Federal Republic of Germany because the modern system of training started in this highly regarded group of trades. It was in Handwerk that the traditions of the Meister (Master-Craftsman) were established. Nowadays, in order to trade in one's own right in any of the 125 specified Handwerk trades one must be a Meister. To become a Meister

one must first qualify in a trade, practise it for a number of years, and then enter a period of further training and a final examination in much the same way as for the basic qualification.

8 In the Hotel and Catering trade it is not essential to become a Meister to establish one's own business, but the traditions for further training do exist. A cook may become a Kuchenmeister (Master-Chef or Kitchenmaster) or a waiter may become a Serviermeister (Service Master). Young people aged 25, establishing themselves in a career, frequently seek a second qualification such as one of the Meister qualifications mentioned above or perhaps do a one-year management-oriented training in a Fachschule. Some young people qualified for example as waiters take cook's qualifications to place themselves in a better position for a management post or to become an owner-manager, and so on. The further training, career routes and qualifications are explored more fully in Report Number Ten in this series which pays special attention, amongst other trades, to the Hotel and Catering trades.

9 There are difficulties in co-ordinating the Dual System both at a National level and at a local level of implementation. Under the law and the constitution Vocational Training is the responsibility of the Bund (Federal Authorities) while all educational matters are the responsibility of the eleven individual Länder that make up the Federal Republic. By long tradition the training regulations are published by the Bundesministerium für Wirtschaft although, since the implementation of the 1969 Act, in practice they have been developed by vocational training experts within the Bundesinstitut für Berufsbildung (Federal Institute for Vocational Training). The Länder have agreed to co-operate in a co-ordination process so that, as training regulations for large or important trades have been progressively revised, the eleven Länder have been represented in the process and have simultaneously revised the outline curricula for the Berufsschulen. These outline curricula may be further developed by the individual Land authorities before issue to the Berufsschulen.

10 At a local level co-ordination between the Berufsschulen and the training firm is always problematic but possibly less so in the Hotel and Catering Trades for reasons which will be explained.

TRAINING FOR THE HOTEL AND CATERING INDUSTRY

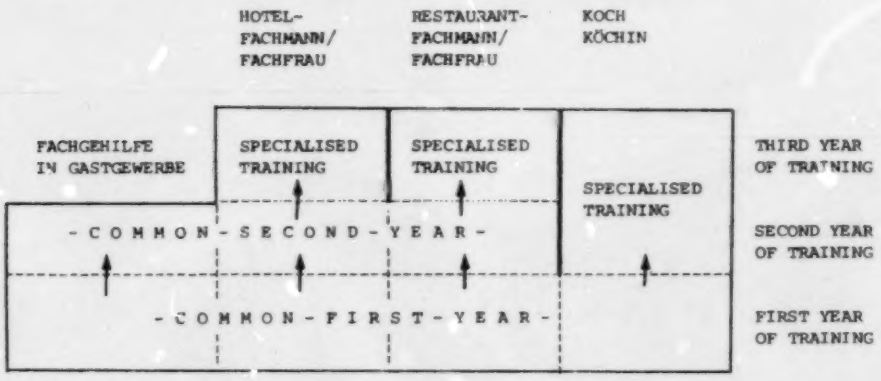
11 One task of the Bundesinstitut für Berufsbildung - BIBB - is to periodically review the training regulations and decide if revision is desirable. After much discussion most of the training regulations for the Hotel and Catering trade were revised and published in 1979 and 1980. The four main trades were revised with a number of purposes in mind :

a. Some of the trades and in particular that of Kellner (Waiter) were proving unpopular with young people as providing an old-fashioned or demeaning image.

b. Modern practice in the industry has developed in such a way as to require higher levels of flexibility in day-to-day (or hour-to-hour) staff deployment. Flexibility is required.

c. Educational and labour-market practice indicates that career opportunities will be better with a broad-based training and that young people are less likely to feel trapped into an early career.

12 The result has been the definition of four trades with a training pattern that can be expressed in the following diagram :



The trades may be described as follows :

a. KOCH/KOCHIN* - (Cook) No distinction is made in the training regulations in FRG between various types of cook or between institutional or hotel or restaurant cooking. It is presumed that all cooks are trained (or being trained) for all types of work. The entry is currently 18% female.

b. RESTAURANT FACHMANN/FACHFRAU* - (Restaurant-Specialist) This trade includes food and beverage service, bills, accounts and general management of a restaurant. The entry is currently 42% female.

c. HOTEL FACHMANN/FACHFRAU* (Hotel Specialist) This trade includes reception, accounts, housekeeping and general hotel management. Entry is currently 94% female.

d. FACHGEHILFE IN GASTGEWERBE - (General Assistant in Hotel and Catering) This is a two-year trade, is less specialised than b. and c. above and is designed to meet the needs of a small or village guesthouse or restaurant where the range or complexity of what can be offered to a trainee would not justify a more specialised three-year apprenticeship. Entry is currently 93% female.

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*The male and female form of the job-title is given in each case.

13 The first two underlying purposes behind the revision of training given in paragraph 11 a. and b. above seem to have been met. Recruitment is generally higher than in previous years and the essentially new trades and resonant titles of Hotel or Restaurant Fachmann (Fachfrau) are resulting both in the offer of more apprenticeships and in a greater take-up. There has been a slight decline in the numbers in the two-year Gehilfe trade, but a decline more than compensated by a growth in the others.[3]

14 Success in achieving the last objective of not 'trapping' young people in a trade remains for further investigation. It does seem that employers are not keen on allowing young people apprenticed to one trade to re-register the apprenticeship in another. One the other hand it will be much easier for young people to qualify in <u>two</u> trades in the Hotel and Catering world.

15 One trade in the Hotel world was left out of this revision and integration process, that of Kaufmannsgehilfe in Hotel- und Gaststättengewerbe (Clerical Assistant in Hotel and Catering Work). This trade has been largely regarded as a sort of general clerk with some special knowledge of the Hotel world. In educational terms the day-release is usually to Berufsschulen dealing with a range of clerical occupations. In job terms the young people while at work would have little or no contact with food, drink or customers.

PURPOSE AND ITINERARY OF THE VISIT

16 This report is the work of a group of people specialising in vocational education and training of young people in the Hotel and Catering Industry (see also Appendix F). The party aimed to look at and make comparisons between the Dual System and full-time vocational education, co-ordination in the Dual System, the attitude of employers and educationalists as well as the use made by the Kammern of their training advisers to advise on and monitor on-the-job training.

17 The itinerary planned included Berlin and Wiesbaden to observe training in at least two of the eleven Länder (Berlin and Hessen). Berlin, because of its geographical, political and economic position, is unique but it has a large and thriving Hotel, Restaurant and Conference industry. The training provided in Berlin for the industry is good and interesting. Wiesbaden is in the centre of a tourist region with a wide spread of medium and small size hotels, restaurants and sanatoria. The authorities have a flexible and interesting approach to training. In addition the party visited Bonn and discussed training with the Federal Authorities. Details of the visits are in Appendix G.

II THE TRAINING REGULATIONS AND THE CONTENT OF TRAINING

BERUFSAUSBILDUNGSVERORDNUNGEN (TRAINING REGULATIONS) AND RAHMENLEHRPLANE (OUTLINE CURRICULA)

18 For each recognised training occupation, a Training Regulation is issued under the powers of the 1969 Berufsbildungsgesetz (Vocational Training Act). The Regulation specifies the length of training and its broad content, and the length and nature of the intermediate and final examinations. Since the Regulations have the force of law, the training content is necessarily specified in very broad terms: each Regulation contains a Berufsbild (Trade Profile), setting out the range of training under broad topic headings, and an outline syllabus (Rahmenlehrplan) which gives some further details under each heading. In the case of the four main Hotel and Catering trades it also specifies in which half-year of the training period the topic is to be covered.

19 Similarly, the Vocational School curriculum lays down the broad content of school teaching, and the half-year in which each topic is to be taught. Vocational School curricula are the responsibility of each individual Province, but in recent years agreement has been reached to provide a national minimum curriculum permitting regional variations.

FORMULATING TRAINING REGULATIONS

20 The authority to issue Training Regulations for Hotel and Catering occupations rests, as with all regulations, with the Bundesministerium für Wirtschaft (Federal Ministry of Economic Affairs), but in practice the work is undertaken by the Bundesinstitut für Berufsbildung (Federal Institute for Vocational Training). Considerable importance is attached to consulting all interested parties. Regulations are drafted by a committee comprising representatives of the main interested parties, including the appropriate employers' associations, the appropriate trade union, the Bundesvereinungen der Deutschen Arbeitsgeberverbande - BDA - (Federation of German Employers), appropriate professional associations, the Länder, etc. The BDA normally uses delegates from appropriate trade associations. In the case of the Hotel and Catering Industry there is only one, Deutscher Hotel- und Gaststätten Arbeitsgewerbeverbande.[4] The process is complicated and is described elsewhere.[5] The secretariat is provided by BIBB and the Kultusministerkonferenz (the Conference of Ministers of Education of the Länder). The draft Regulation so formulated is then submitted for further comment to all interested parties. The drafting takes about two years to complete, though agreement on the need to convene the Drafting Committee in the first place

may take much longer. Though performing a secretarial function, the BIBB is an important influence on the committees which draft the Training Regulations. Its position as permanent secretariat provides it with an overview of national training arrangements and it is able to encourage systematic consideration of, for example, technological change, the attractiveness of the industry to school leavers, and the breadth of the Training Regulations as related to future job flexibility.

FORMULATING OUTLINE COLLEGE CURRICULA

21 The authority to issue outline curricula rests exclusively with the Kultusministerium of the individual Länder. However, in recent years agreement has been reached in principle to provide national minimum curricula permitting regional variation and addition, and in practice the work of formulating the national outline curricula is undertaken under the auspices of the Kultusministerkonferenz - KMK. As with the Training Regulations, a Drafting Committee is formed comprising representatives (usually Vocational School teachers and Education Minister Officers) from the various Länder. Each Land has the right to be represented on the Drafting Committee, but as the system has become established, the provincial ministries have agreed to allow four or five Länder to 'lead' in various occupations, consulting the other Länder through progress reports. Thus, for hotel and catering occupations, the current curricula were drafted by a Committee chaired by Hamburg and representing Baden-Württemburg, Nordrhein-Westphalen and Nieder Sachsen. The Länder retain control because the curriculum achieves the force of law only through decrees issued by each individual Land. The agreed draft curricula are submitted for further comment to local education bodies, parent-teacher associations and other interested parties. The process, once begun, can usually be accomplished within about two years. This process, while having its separate phases, co-ordinates with the industry side.

22 A recent innovation in both the Training Regulations and the school curricula is the concept of a common first year such that both at work and on day-release to school the first-year apprentice will undertake both work-experience and vocational education in each of the four trades within the hotel and catering industry.

23 The selection of the apprentices is by the employer with a trial period of three months. It is the employer's responsibility to train the apprentice properly and the curriculum in the vocational schools should work in conjunction with this: in practice this is not easy. The local Chamber approves the training place and they give the employer a copy of the national training plan which should be followed. The training firm should have recognised qualified trainers. The legal responsibility of the person providing training is to give due attention to the subjects making up the programme in the Training Regulations. Materials and tools must also be supplied free of charge. The employer has a statutory obligation to release apprentices to attend Berufsschule.

24 The innovation of foundation training across the four trades has been taken further in the creation of a Berufsgrundbildungsjahr - BGJ - (Vocational Foundation Year). About 260 of the most popular trades have been grouped into 13 nationally-defined vocational-fields. In the case of the Hotel and Catering Trades this grouping is expanded to include Meat, Bakery, Confectionery, etc. (ten trades in all). A nationally-defined outline syllabus for the first year exists and anybody successfully completing such a first year must, by law, be granted a one-year exemption for the training of any one of the trades encompassed within this vocational field. In theory this BGJ can be offered full-time in the vocational colleges or co-operatively with industry. In this vocational field no co-operative venture has been established anywhere in the Federal Republic. In Hessen the full-time form has been expanded on the Land authority to include House-keeping[6] thus making co-operation even less likely.

MONITORING AND CONTROL

25 The implementation of the provisions of the Vocational Training Act, including the Training Regulations issued under the powers of the Act, is the responsibility of a tripartite vocational committee of the Chamber. This committee comprises equal numbers of representatives of employers, employees and (non-voting) Educational representatives. These committees are appointed through the main committee of the Industrie- und Handelskammer, and the day-to-day duties of the Committees, including the monitoring of training provision, are discharged by the Chamber through its permanent staff. Membership of the appropriate Chamber is compulsory for all employers, whether or not they train apprentices under the Dual System; and all training contracts must by Law be registered with the Chamber.

26 The control of the vocational schools, on the other hand, rests with the local school inspectorate.

27 The approval criteria for an employer who wishes to train apprentices in the Dual System are twofold - that the establishment can provide the full range of training specified in the training regulations; and that the ratio of qualified trainers and skilled workers to apprentices is acceptable. The Federal Government had intended to enforce regulations limiting the number of apprentices in relation to skilled workers (1:3 being the desired ratio), and requiring each establishment to employ a registered trainer for each recognised occupation by 1984. In practice, the growth of unemployment has forced the Government and the Chambers to relax both these requirements, and this was borne out by the delegations' observations in hotels and restaurants, where trainees often nearly equalled the numbers of experienced staff.

28 The main control of quality of training is, therefore, the Trade Profile laid down in the Training Regulations. Establishments must be able to provide the full range of training, and this is normally judged on the standard menu range offered by the establishment. In the case of the cook, for example, the

training regulations specify such commodities as game and shellfish. Many middle-range hotels and restaurants, as well as industrial and welfare caterers, are, in practice, excluded from providing training because their standard menus do not include game or shellfish. They are allowed to train only if they can make suitable arrangements for releasing the apprentice to another employer who can deal with that. Also, the recent inclusion of the common first year for each of the main four hotel and catering occupations (which means that waiters must learn something of the work of the room maid and those in accommodation services must work in the kitchen) has placed further constraints on the eligibility of firms to undertake apprentice training. But firms not able to offer the required range of activities have an opportunity to use the facilities of the local Chamber of Commerce to supplement their training. In practice, however, a very small proportion of hotel and catering establishments offer training - in Berlin, for example, less than 3% of the total number of establishments in the industry actively participate in the Dual System. (In Berlin, of 5,500 hotel and catering firms, 80% have 3 or less employees, of 402 hotels, 236 offer 'Bed and Breakfast' only; only 260 to 300 are able to offer training, of which approximately 160 do offer training. While this clearly has an indirect effect in raising standards in that apprentices are trained only in the 'best' establishments, its major disadvantage is that the large areas of industrial, welfare and popular catering are left outside the training net.

29 In discussions with the delegation, Training Advisers of the Chambers made plain that, in their view, the registration of training establishments was the essence of monitoring and control. Indeed the staffing ratio would seem to permit little more - in Wiesbaden, for example, a team of four was responsible for some 800 establishments in all trades. An establishment would be visited when a new training contract was registered, and the Chamber then aimed to make one visit annually to each approved establishment. In general, Chamber staff would expect to monitor training performance only if a request for advice or complaint were received, or, in some Chambers, if the establishment was considered likely to infringe the regulations. Thus, the actual implementation of the training regulations varies considerably between establishments, and the methods of training are left very much to the individual employer.

THE SYSTEM IN PRACTICE

30 Because of its legal status, the trade profile specified in the regulations is extremely general to avoid it becoming too burdensome to employers. The broad topic headings used in the trade profile are not at all specific. The national regulations for a cook are given in full in Appendix B where there are 26 such broad-based topic headings. For the Hotel and Catering Trades a series of appendices to the training regulations has been devised (partly in an attempt to facilitate the common years of training) which give much more detail and specify in which half year of training each item should occur. An extract from one of them is given in Appendix B. It can be

seen that the syllabus indicates only when the topic is to be covered, and does not specify content, standard of training methodology.[7]

31 Converting the regulation into a coherent, systematic training programme thus calls for considerable guidance if uniform standards are to be maintained across thousands of establishments. The team saw no evidence that this conversion took place. Requests for sight of training plans invariably produced job rotation charts and copies of the training regulations. Job rotation, offering a range of work experience, is clearly still perceived as the essence of training for young people. The responsibility for systematic education was seen to be entirely the responsibility of the vocational school. This was particularly worrying in the context of hygiene and health and safety, and basic work techniques, since the schools are usually unable to impart practical teaching. By the traditions of the Dual System they deal with theory and are usually not equipped for practical teaching.

32 The more traditional approach to training, relying primarily on time-served work-experience, was also evident in the response to questions about training for adult workers. The team found little evidence of systematic induction training for new workers or apprentices, and training in supervisory and management skills seemed to be almost exclusively a matter for the full-time Hotel or Management schools.[8] Similarly, young people working in non-training establishments, such as fast food establishments, fell completely outside the provisions of the training regulations.

33 Good progress on provision of training materials is being made, however, partly through the influence of the Bundesinstitut für Berufsbildung. In addition DEHOGA has co-operated with the Chamber in Frankfurt to produce some handsome detailed training manuals.

34 The majority of young people leaving general school after 9 or 10 years full-time education go on to take a course of in-firm vocational training. This includes compulsory part-time attendance at a vocational school, together known as the Dual System. The vocational training element is the in-firm part and is governed by the Federal Vocational Training Act of 1969. The vocational education is governed by separate education acts in the Federal Länder. Vocational education also is seen to be part of a general education system.

35 A vocational training contract must be drawn up between the person providing the training (the owner of the firm, or company) and the trainee/apprentice, countersigned by the legal guardian of the young person (where under 18). The selection of the apprentice is by the employer with a trial period of three months. It is the employer's responsbility to train the apprentice properly and the curricula in the vocational schools should work in conjunction with this: in practice this does not often happen.

36 A typical apprentice (at least 60%) comes from the Hauptschule (Secondary Modern School) and is under 18 years of age. There are considerable differences among the training firms, especially in size. The majority of apprentices undergo their training in relatively small establishments (see also paragraph 28). For example, in Berlin about 130 firms train with a result that the Berufsschule would have trouble in co-ordinating with them.

37 At Berufsschule 40% of the time is spent on general education (eg. German, Liberal Studies, Religion and a second language) and 60% of the time is on practical craftwork and theory, so the majority of training is in the hands of industry, the minority in education. The Berufsschule concentrate their attention on theory and claim that this underpins the principles shown in the practical work undertaken in the direct in-plant training. Because of the lack of co-ordination this is difficult to accept. Furthermore the tradition of specific craft training persists so that, although the four main trades have a common syllabus for the first year they are usually taught in separate classes with the result that each trade-group will discover very little of the theory of the other trade-groups.

38 Considerable investment would be needed to bring the standards of the Berufsschulen in the public sector up to the standard common in the English colleges for practical work: although it should be remembered that in the UK many more students are full-time off-the-job. Considerable effort would be needed to update teaching practice to current flexible standards common in England.

III THE STRUCTURE OF THE ASSESSMENT SYSTEM

39 A description of the systems for monitoring the training process in industry and the educational system in vocational schools is given in Section II. In this section, there is a description of the assessment of the apprentice and the examination structure, followed by the visiting party's overall observations on 'quality control' in the Dual System.

ASSESSMENT AND THE EXAMINATION STRUCTURE

40 During the period of his apprenticeship, the apprentice:

a. completes a log-book

b. undergoes an 'intermediate' practical examination

c. takes a final examination of both practical work and theory.

41 The log-book, which is a requirement of the Training Regulations, is completed by the apprentice during his industrial training; the trainer's signature is required to confirm that the log book has been kept satisfactorily; and the apprentice is only eligible for entry to the final examination if the log-book has been kept. Such examples of log-books as the visiting party saw indicated that they were little more than a diary of events, and little attempt seemed to be made to use the log-book as a chart of the apprentice's progress during the apprenticeship. Equally, there was little effort to encourage the apprentice to take the log-book to the vocational school and discuss it with teachers - which reinforced the view of the visiting party that the partners in the Dual System made little attempt to co-ordinate their roles to the benefit of the apprentice.

42 The intermediate practical examination is set, marked and conducted by the teachers at the vocational school. It is taken either at the end of Year One or after 18 months of training, and may only cover those areas of the Training Regulations which have been included in the course to date. The examples of this examination which the visiting party saw in Wiesbaden showed that the structure of the examination followed the same basic format as the final practical examination, and was conducted in a similar way. This intermediate examination is used mainly as a check on the apprentice's progress, and no penalty accrues to the apprentice if he performs poorly. Evidence of having taken this intermediate examination is also required for eligibility for entry into the final examinations.

43 The final examinations, success in which gives the apprentice the status of skilled worker, are the responsibility of the local Industrie- und Handelskammer and this responsibility is discharged by an Examination Committee appointed by the Chamber. Such an Examination Committee is appointed for each recognised trade, serves for three years, and consists of members equally from

- teachers nominated by the School Authorities
- employers nominated either by the Kammer staff or by employers
- Trade Unionists appointed by the Trade Union

44 The Examination Committee of the Kammer is responsible for setting both the practical and the theory examinations, in accordance with the criteria detailed in the Training Regulations, for examining the practical test, and conducting a viva examination. The theory examinations include general educational subjects - German, Mathematics, Social Studies - as well as Trade specific knowledge, and, for the Catering Trades, optional examinations in French or English. The style of the examination is not uniform throughout the Federal Republic - in some areas it will be a traditional 'essay' type examination, whereas in others it will be in multiple-choice format. While there is no requirement in the Training Regulations for a common, national examination, there are small groupings of Kammern which are working together on a fairly ad-hoc basis to use common multiple-choice banks. The largest organisation of this sort is the PAL established by the Industrie- und Handelskammer of Stuttgart which supplies most Kammern of the Federal Republic with papers in technical subjects. The Industrie- und Handelskammer of Wiesbaden though, for its Catering Trades uses the AKA established by the Industrie- und Handelskammer of Nurnberg although it may modify these tests. No one Kammer is dominant in these trade areas, but nevertheless there is at least some commonality of examination content in some areas.

45 For the practical tests, in the case of the Cook, for example, the Examination Committee produces a range of menus, which are intended to examine the breadth of the apprentice's knowledge. The examination takes place at the vocational school. On the morning of the examination, each apprentice picks, unseen, a menu from those offered, and no text or reference books are allowed. He or she must then order the ingredients required, and prepare and cook the menu for four people. The test lasts for seven hours, and the apprentice is marked on a 100 point scale, the pass mark being 50. Marks are allocated - or deducted - for: ordering ingredients, mise-en-place, timing, cleanliness, dexterity, finished product. The Examination Committee marks each apprentice, and the final mark for each apprentice is agreed by all three members of the Examination Committee, who each have equal rights in the Committee. The same Examination Committee, during its three years of office, will be responsible for the practical examination of all the apprentices in that trade, which is about 115-120 cooks annually in Wiesbaden.

46 Apprentices who have performed unsatisfactorily in either the practical or the theory examination may be called for a further oral examination, and their log-books will be checked. The annual pass rate is approximately 85% for this.

COMMENT

47 On the question of the examinations and assessment of the apprentice, the most striking aspect is perhaps the lack of any detail in national training regulations. Although the training regulations state what general topics must be examined and by what method, they give no indication of specific content, levels or competence expected of the apprentice or the standards required of a qualified worker.

48 Looking at the examinations as measures of competence or learning attainment, the lack of an agreed national expected standard leaves the Examinations Committees very much on their own in determining the acceptable performance by the apprentice. The use of a range of menus, for example, could lead to variations of standard between candidates unless a careful comparison was made of the process and process skills with precise pre-determined mark schemes. It did not seem to the visiting party that this level of testing sophistication existed.

49 There is no formalised 'continual' assessment of the apprentice during the apprenticeship. The log-book is viewed, as has been said earlier, as a diary and part of the passport into the final examination. In some instances, employers do use the log-book to monitor progress, and review its contents at three-monthly intervals as well as annually, but generally it is seen as having no assessment function. In the majority of cases, the log-book is not even read by the Examination Committee - although this would be an exhaustive task, it would, perhaps, persuade the apprentice to see the value of recording his or her activities and analysing their benefit to him- or herself. But the log-book could also be used in a much more important way - to bridge the communication gap between the employer, the apprentice and the Vocational School. In observing the Dual System in operation, and talking to those involved in its implementation, one aspect was repeatedly reinforced - that, although having agreed nationally applicable Training Regulations with compulsory day or block release, little formal attempt was made to ensure co-ordination between the Vocational Schools and the employer responsible for training in industry. The degree of co-operation and co-ordination between these two partners in the system is subject to considerable variation, and some individuals and organisations work very hard to maintain a dialogue between the two - the efforts in Wiesbaden of the Chamber to bring school and industry together is a model which could well be followed elsewhere. For the most part, however, there was a barrier of considerable suspicion between the two, and this has the inevitable effect on the apprentices of causing them to question the value of school attendance, particularly when the lessons are out of step with industrial practice.

50 The matter of approval of employers for training has been discussed elsewhere, but an additional comment under the heading 'quality control' would be that the nature of such approval seems to be a 'paper' comparison - based as it is on menu range and numerical ratios of trained to trainee staff. Trainers and teachers from the UK, used to ITB and C&GLI processes would feel the whole process not quite consistent with ensuring the proper implementation of statute law - which is what the training regulations are.

IV PERSPECTIVES

THE VOCATIONAL SCHOOLS

51 The common first year is seen by many as giving the first-year apprentices entering the hotel and catering industry a broad-based initial training within the vocational field without undue emphasis on any particular trade; in reality this is not the case. The employed apprentices are usually segregated during their period at Berufsschule according to their trades and it would appear that major emphasis is placed on the apprentices' chosen trade. During the on-the-job training only a limited period is spent in the other craft areas and in the case of smaller employers special arrangements may be necessary to arrange for apprentices to be seconded to establishments who can provide the whole range of training required under the law.

52 Concerning those on a common first year in Berufsschule on a full-time basis (BGJ) we were unable to talk to students or teachers who were engaged in this scheme and we were given the impression it was not favoured by the industry. Students who do enter the system through this route were encouraged by employers to leave before the end of the course to take up a full 3-year industry-based apprenticeship. Employers claimed that the school-based first-year was a poor alternative to the practical based on-the-job training provided in industry.

53 Another method of providing first year training for apprentices is through an off-the-job group-training-centre. This is quite common in engineering and construction, but in Hotel and Catering the Hotel Kurfurstendamm, in Berlin, is unique as such a centre. It is financed mainly through the Industrie- und Handelskammer and the City of Berlin and run by the Internationaler Bund für Sozialarbeit - IBS - (International Federation for Social Work). It provides employers with broadly based training units for their apprentices during the first year and short courses for specialist areas at later stages. It operates as a Hotel and Conference Centre, taking guests and providing breakfast and lunch.[9] At lunch it operates in a manner similar to a training-restaurant at a UK college. Its limited meal service provides a situation where apprentices can gain industrial experience under expert supervision. It also employs some apprentices directly for initial training and subsequent transfer to other employers. Apprentices also attend the Berufsschule for the educational input. This approach was looked on favourably by both industry and the chamber and our observations support this view.

54 A large part of the initiative for establishing the Hotel Kurfurstendamm came from the IBS which, amongst other things, does extensive work with young people. The Hotel Kurfurstendamm takes on some socially disadvantaged students for special training for one-year periods. Many of these are children of migrant workers with poor ability in German which is a major component of their course. Much of the funding for this part of its work comes from the Bundesanstalt für Arbeit (Federal Labour Office). This hotel is the first of its kind and there are no plans for further such establishments.

55 The three-year apprenticeship is applicable to four of the five trades: Cook, Restaurant-Specialist, Hotel Specialist, and Hotel Administrator (see also paragraphs 12 and 15). For some of these trades the period seems unnecessarily long in relation to the skills, knowledge and experience required to carry out the job efficiently. The visiting party were able to observe very efficient waiters, for example, who had only completed 18 months training. A shortening of the individual apprenticeship by six months is possible within the system for the more able student. It would be difficult to reduce the apprenticeship any further because of the legal obligation to attend school on a part-time basis until 18 years old, the need for uniformity over a wide range of industries and the economic advantages of an extended apprenticeship.

56 The Berufsschule provides a wide range of educational input throughout the apprenticeship both at a general and specific level. However, the lack of liaison between teachers and industry raises serious doubts about how up-to-date teachers are with current industrial practice or industrial trainers with current educational philosophy. The above led the party to the conclusion that the educational role is a passive or responsive one and that there is little or no opportunity for it to take an active role in developing new methods and technology.

57 Teaching within the school tends to be either abstract and difficult to relate to, or in some practical classes emphasises the particular skills rather than the underlying principles. An example of this was given where pupils were expected to learn some 200 potato dishes rather than the underlying principles of cookery which could be applied to any number of dishes (see also paragraph 48).

58 To overcome the problem of training and associated education in more rural areas a block-release programme replaced the day-release system. In the UK this would be the preferred method of Further Education if employers were agreeable. The day-release system faces similar problems to that of UK in that trainees are often expected to work long hours prior to attending college and then have a long day of college instruction.

59 The Bund-Länder Kommission[10] identified four main aims within the 1973 plan for the development of the education system:

- Expansion of full-time general education
- Expansion of full-time Vocational Education
- Expansion of Youth Training Scheme in general
- Integration of Vocational Education and Vocational Training

The first three aims have been met, but the fourth has not. The vocational training and education appear to run independently of one another. There is little or no liaison between firms and colleges and no formal attempts at a local level to provide an integrated programme of training and education.

TEACHER TRAINING

60 At Vocational Schools there are two types of teacher, general and vocational.

a. General Education Teachers : must have completed eight semesters at an institution of higher education followed by practical training usually of one year in their specialism and a preparatory teaching period of two years. State examinations are taken after the course of study and after the preparatory (Referender) stage.

b. Vocational Subject Teachers : must have completed an initial training for a particular occupational area, further training at a Fachoberschule and basic educational theory training at special institutions.

Fachoberschule teachers must be qualified to teach at a Gymnasium or a vocational school or must have completed a course of study in a discipline from the areas of natural science, technology or economics; followed by several years work experience in their field.

METHOD OF DEVELOPMENT

61 A satisfactory general education of 10 to 11 years or its equivalent is necessary for entry to Fachschule. Every student must have done an apprenticeship in one of the four main areas in the Hotel and Catering Industry and have had at least two or three years service in the industry. No student is below 21 years old and the average is 25 years. The qualifications in most of the Fachschulen have been modified to include a basic trainer-education. Part of the students' final examination is to give a 'Trial Lesson' in front of examiners who detail the area the students will teach. The trial lesson takes 45 minutes and gives Objectives, Aims and Methods the student will use.

62 The Fachschule qualification itself can give access to Higher Education. The Fachschulen also provide courses leading to Kuchenmeister or Serviermeister qualifications. These are discussed in detail in Report Number Ten of this series.

63 Fachschule teachers are highly specialised and tend today to be university trained but a large percentage have practical train[illegible] (90% came through the alternate route to Higher Education). It was suggested that recruitment for teacher training and needed in-service training in the Hotel and Catering Industry is very difficult. An experiment being attempted in Berlin was of partiuclar interest in this respect. Berlin found they could not recruit from the rest of the Federal Republic so students going through Fachschule and on to university are following a special course and will return to Berlin to teach. The first students from this experiment are due to return this year (1982/83) and it is hoped will help cure a situation which has grown steadily worse in the past 30 years.

64 Berufsschule teachers are allowed secondment to attend meetings. Short courses and 'in-service' training is also encouraged with the staff member attending giving appropriate feedback to college. There is provision for secondment of up to six months for industrial placement once every five years but it is contingent on staff replacement and funds. There was only one lecturer (in Berlin) seen on the visit who had taken advantage of this secondment system but he felt it to be very beneficial. In Hesse the exchange of ideas between teaching staff and industry is very much encouraged and work experience for teachers is being attempted as widely as financial restrictions will allow.

THE INDUSTRIAL TRAINER

65 The place of the qualified industrial trainer in the Dual System has evolved as a result of the training responsibility traditionally held by persons of Meister status in the work-place. The number of such trainers in a place of work determines the number of apprentices permitted to the employer by the local Chamber of Commerce. There are three routes to obtaining the trainer qualification, as follows:

a. by attainment of Meister status and qualifications, (traning aptitude examinations are part of the Meister examination programme)

b. by full-time study for the Trainer atptitude certificate (this programme comprises the training elements of the Meister qualification and can only be taken after three years experience as a skilled worker)

c. skilled workers with long experience of work and supervision of apprentices may be recognised as qualified trainers by the local Chamber of Industry and Commerce. The attempt to get all trainers to have qualified by route a. and b. above is proving difficult and therefore this further route is allowed until 1984. An employer who is able to qualify a number of his skilled staff in such ways may then recruit additional apprentices. The visiting party was told that it is the intention of the Federal government that from 1984 onward all new trainers would qualify by examination.

66 The study of the pedagogic elements within the training regulations for Meister status (see Appendix C) is of interest because it reveals much concerning the perception of the role of industrial trainers in the FRG. This role is more extensively discussed in Number Four in this series of reports.

67 It may be seen that the syllabus is rather more concerned with developing expertise in vocational education and the related law than with training, and that much emphasis is placed on development of knowledge and skills related to the psychology of young persons at school and at work. In strong contrast to the training given to Hotel trainers in the UK, little time is spent in learning and practising on- and off-the-job training techniques.

68 In summary, the industrial trainer in the Federal Republic is better equipped than his British counterpart to assist young persons in making a transition to work, and to understand the inherent problems therein. However, much less emphasis is placed on his responsibility for the implementation of effective training methods, designed to enable trainees to reach a defined standard of proficiency in a short time. During the visits made by the visiting party, we were unable to deduce any evidence of planned training in the work-place, other than outline training plans identifying a timetable for attendance in the areas of work stipulated by the training regulations. The qualified trainer's role is far more that of a counsellor and work-planner than that of a face-to-face trainer.

69 In an industry where a three-year apprenticeship is the norm, lack of speedy and efficient training methods is of little consequence. Should changes in the industry bring about a requirement for substantial re-training of employees, it is doubtful whether the industrial trainer in FRG could undertake this kind of programme.

INDUSTRY'S PERCEPTION OF THE SYSTEM

70 The Bundesvereinigung der Deutschen Arbeitsgeberverbände - BDA - is the German equivalent of the British CBI. It represents both the National Organisations for each industry in the Federal Republic and the regional associations for each Land (see Appendix A).

71 One of the concerns of the BDA is the co-ordination of the employers' approach to training, and the design of training regulations, and the representation of views of all interested parties within the employers' association. To this end, the Association nominates the employers' representatives on the drafting committee for training regulations, and discusses progress as a result of information received from those representatives. The main concerns expressed by the BDA were as follows:

a. That the content of the training regulations should be capable of implementation by industry.

b. That new developments should be included, but only where the technology exists within industry.

72 The BDA went on to say that they regretted the length of time taken to revise training regulations, but said that in practice out-of-date training regulations did not matter, because firms will, within the broad regulations, automatically bring in new training requirements to meet their own needs. The BDA did not argue the desirability of vocational schools, but noted that the schools were not always successful because of limitations in equipment and in availability of craft teachers.

73 The importance of developing close links between education and industry was stressed. The BDA have offered opportunities to schools to come into firms, and to set up working parties, not just to look at new technology, but also to help teachers to understand the socio-economic climate within industry. The take-up of these offers has been patchy, due to teachers' reluctance to attend during school holidays.

74 On the subject of a full-time first-year at school (BGJ) for apprentices, the BDA said that the vocational fields covering the various industries were defined more on educational grounds than on the needs of the employers. The employers' emphasis is on specific job training rather than on the broader educational and training needs of the apprentice. The common first-year at school does not always reflect the requirements of employers, because in some cases subjects included within a vocational field and therefore the school curriculum are not all relevant to the trade in question. This was the case in the vocational field which included hotels.

75 The BDA recognised the responsibility of employers as social-partners to make available as many training places as possible and said that in 1982 651,000 such places had been offered, leaving a short-fall of only 36,000 young people who have registered as being unplaced.[11]

VIEWS OF EMPLOYERS

76 The British visiting party visited eight recognised training establishments, two of which represented large companies with many units, and the other six privately owned or single units. In addition the visiting party had the opportunity to talk to other employers. Views and impressions gained by the visiting party concerning the Dual System were as follows:

77 All agreed that industry-based training was essential in each of the four main trades within the hotel industry. This training was, in theory, a system of placing apprentices under the guidance of a qualified trainer. The training which was observed by the visiting party would seem best described as 'guided work experience' rather than as off-the-job training or as planned on-the- job training to a detailed training programme. Most employers took the opportunity to employ the maximum number of apprentices permitted by the local Kammer and consistent with the number of qualified trainers employed.

In some instances the Kammer approved a larger number of apprentices to trainers than the ratio specified in the training regulations.

78 Under the Dual System, a three-year apprenticeship is considered to be appropriate to achievement of the required level of skill, though a number of employers commented that, in the case of apprentice Restaurant-Specialists, a shorter period might be appropriate.

79 The employers had responded to the requirement in the training regulations for a common first year for apprentices in each of the four trades in the hotel by arranging short attachments for each trade apprentice in the other trade areas. There was not, however, a common timescale for the length of each attachment, so that even in the first year an apprentice will spend most time in his chosen trade. Thus the common-first-year is often in practice about *familiarisation* with the other trades rather than systematic training in them.

80 No strong views were expressed concerning the legal requirement to provide day-release to vocational school for apprenticeships. In some areas practical difficulties arose for the employers in providing appropriate time off and in meeting the legal requirements for employment of young persons regarding hours of work. The impression given was that the day-release underpinned the apprentices' industrial experience, and was of value in preparation for the final examinations.

81 The employers met by the visiting party rejected the concept of the first year of the apprenticeship being spent full-time at vocational school (BGJ) on the grounds that the schools could not provide the work-experience equivalent to that gained by an apprentice at work in the first year. Furthermore, much of the first year full-time vocational education curriculum was irrelevant because it covered the vocational field in its entirety (hotels, catering, butchery, bakery),[12] rather than a specific trade. The visiting party was made aware that first-year apprentices are on very low minimum wages, and that a reduction of the apprenticeship from three years to two years meant increased costs for employers. The visiting party was told that apprentices who had completed a BGJ were often required by employers on entering employment to request that their apprenticeship be extended to a full three years with the employer.

82 Some employers saw the apprenticeship[13] not only as a means of skills development but as a process of individual achievement of maturity and moral standards,[14] and as proof of acceptance of the work ethic by the young person. This view is fundamental to the German social culture, and is one of the reasons for the widespread acceptance of the apprenticeship concept by school leavers as a necessary part of the transition to work, not only for those seeking craft training but also for those who intend to go back to grant aided higher education on completion of an apprenticeship.

83 The visiting party was fortunate to attend the annual awards ceremony for successful apprentices in Berlin organised by the Hotel und Gaststätteninnung. These moral values were made clear in the speeches of the Obermeister (President) of the Innung as well as the fact of the ceremony held in rooms in the Reichstag building. The social support for the system was manifest in the attendance of the recently qualified, the parents, the examiners and employers. There was general concern that links with the teachers in the vocational schools were not good enough. One of the larger employers had taken positive steps to promote greater co-operation, but said they had received little by way of response from the school staff. However, there was evidence of commitment by the employers to the examination system administered by the Kammer and to provision of suitably qualified examiners.

84 Albeit from a very small sample, it did appear to the British visiting party that the German hotelier and the representative bodies are prepared to take more time and interest in what discussions are taking place in Government and with other interested parties concerning the industry training regulations and vocational education than is the British counterpart. As a consequence, employers in the Federal Republic are more cohesive, and thus have a much stronger lobby in the field of training regulations and vocational education; a position which they intend to maintain in the face of Government pressure to regulate availability and quality of training places.

85 It was unfortunate that the visiting party did not meet with any trade union representative, and thus were unable to obtain views from this important body. The Trade Union is represented everywhere in the formal structures and thus has great power. This power derives from overall Federal Law and regulations and is true of all trades. In the Hotel and Catering trades less than 10% of the work-force are union members.

V DISCUSSION

86 Elsewhere in the report is to be found a description of the Dual System, an analysis of its operation and an evaluation of the examination system covering content and quality.

87 This section attempts to interpret the attitudes of the participants and to offer some reflections on the strengths and weaknesses of vocational training in FRG. It is also opportune to point out here that the information the British visiting party collected relates to two areas, namely Berlin and Wiesbaden in Hesse, and although the system of vocational training in its outline is administered throughout the Federal Republic, there are regional differences.

88 It is also important to remind ourselves of the objectives of the Dual System. The first is to provide for the FRG a well trained work-force which is skilled enough to be flexible and mobile enough to be absorbed in a range of occupations. The second is that all young people of school leaving age who do not continue in full-time education should be trained in a recognised occupation up to the age of eighteen and that this training must be based in industry in conjunction with day-release to a Vocational College. The third objective is that this training enables those who are able and interested to continue their education and reach the highest rungs on the educational and career ladder and the professions.[15] In theory, these objectives guarantee a standard of training throughout the Federal Republic. Whether that guaranteed standard is achieved overall, is subject to debate. However, these objectives, though laudable in themselves, have not been realised totally. The Bundesministerium für Bildung und Wissenschaft (the DES equivalent) stated categorically that: (i) the Federal Republic was short of at least 36,000 training places which was borne out by the Employers Federation and (ii) there were approximately 110,000 young people of school leaving age who were not training. This figure consists of the children of immigrant workers and young people who are socially deprived and those who refuse training. Therefore, it is not unfair to say that the Dual System concentrates on providing training for the designated trades, and makes little provision, if any, for those young people who work in unskilled jobs. Nevertheless they should attend Berufsschule until 18.

89 The partners contributing to the Dual System consist of employers, schoolteachers, the young trainees, trade unions, the Federal Republic, the Länder and the Chambers. All work together through hierarchical committee structures whose responsibilities are to provide a framework for the training

regulations, for the curriculum and for the examinations. The real problem in making the Dual System work is one of co-ordination; co-ordination between industry and education; co-ordination between practical and theoretical training and co-ordination of the various regulations which are determined by the Federal and Provincial Authorities. The following paragraphs will illustrate the nature of this co-ordination.

THE EMPLOYERS

90 A number of issues were highlighted again and again. For example, in Berlin and in Hesse individual employers were unhappy concerning the training regulations. Firstly, not all firms are able to offer training places because they could not provide the complete range of training in all aspects of the Hotel and Catering Industry and because they did not have sufficient qualified trainers in their employ. Secondly, they resented the time the trainees spent in College, not only because they were not available for work, but also because of the new protection laws for young workers.

91 They resented the lack of co-operation with the College and, in particular, the College and the employer accused each other of teaching outdated methods and skills. They also resented government interference, particularly any attempt to introduce vocational training through full-time attendance at College. These problems are not dissimilar to those in the UK.

92 Individual employers are making attempts to overcome these differences. Training officers in large firms do visit Colleges and do attempt to co-ordinate their training programmes with the College timetable. Where there is a shortage of training opportunities as in Berlin, the Employers Federation with the help of the Berlin authorities established in co-operation with the IBS a private vocational training college to supplement the shortages. (See also paragraph 53)

93 There are two other factors which worry employers. Any attempt by government to interfere too much with the content of training is spurned. They are of firm conviction that they must control content and standard of training both in school and at the work place. They are also in disagreement with the government concerning the definition of occupations for recognised training. The national trade association (DEHOGA) whose offices are in Cologne, made it clear at a meeting with the British visiting party that the basis for choice was determined by consideration of educational principles and not industry and this causes many difficulties for training.

94 In conclusion, it is true to say that employers on the whole are satisfied with the scheme not only for selfish reasons, such as the opportunity of obtaining skilled labour cheaply, and of having a training scheme which meets their needs, but also as the Obermeister of the Local Employers Federation of Berlin said to the apprentices at the prize-giving ceremony, because it enables young people of today to step on the ladder of continuing education and wider careers as managers and

owners. Finally, it must be said that the training scheme is also an attempt to enhance the status of workers in the Hotel and Catering Industry.

THE APPRENTICES

95 The visit enabled the visiting party to look at a number of hotels and schools and talk to apprentices. The impression gained was that, except in a larger international organisation such as Mövenpick, once the apprentices had completed their training, job opportunities were limited and there was no guarantee of employment. The tradition in the trade of moving from hotel to hotel for experience masks this a little.

96 This view was reinforced by the personnel manager of a hotel chain as well as by other hoteliers. The students enjoyed their training, but questioned the value of attending vocational colleges, the length of training required for the various skills and the keeping of the log-book. The purpose of the log-book is to give eligibility for entry to the final examination. The trainer must sign that the log-book has been kept in a satisfactory manner and that its content is authentic. The one or two log-books that were seen appeared to be indifferently organised and not taken seriously. The content tended to be descriptive rather than analytical and at best was a diary of tasks and events. Nevertheless, the apprentices recognised that their training could lead to further and higher education and many of the able ones proceeded to the next stage and ended up as teachers, accountants and managers in other industries and not necessarily linked to the Hotel and Catering Industry.[16] In fact, it was a complaint of some employers that they lost their apprentices to other professions.

THE VOCATIONAL TEACHERS

97 The teachers seem to play a minor part in the Dual System. The employers resent them because of the day-release system, the apprentices sometimes resent them because of the 'school' atmosphere and the emphasis on theory and general education which many students appeared to find irrelevant. Teachers were often referred to disparagingly as 'chalk' cooks. On the other hand the teachers felt that often the employers taught wrong and out-dated practices which they then had to correct. In the eyes of employers, teachers lacked credibility, especially since new academically oriented teacher training regulations had come into force. Furthermore, except for informal contacts with industry on a personal basis, it was evident, time and time again, that teachers were not really welcome in the industry. The phasing of the College timetable with skills being taught in industry was also not possible so that there was a dichotomy between theory and practice.

98 Although both partners worked within a common framework in accordance with the regulations there were many opportunities to be flexible both in College and at work, so that the success of the partnership depended entirely on the ability of the teachers and the trainers. The teachers themselves recognised their own shortcomings and were anxious to remedy them. They

were interested to be seconded to industry for updating, but because of timetable restrictions and staff shortages this was not always possible. Visits to firms were organised so that students who in their place of employment were not able to obtain experience of handling modern equipment, could do so elsewhere. The success of these ventures depended entirely on the initiative of the teachers because unlike in the UK no formal structures like Advisory Committees existed to facilitate this.

99 In the main, the impression gained is that teachers wanted the apprentices to be given more education in College and advocated closer collaboration with the employers. Even where collaboration was advocated, there was mutual suspicion and little positive action (see also paragraph 49).

100 Furthermore, the present teacher training system which does not include industrial experience created other difficulties. In order to overcome the shortage of experienced teachers, Colleges have to employ at a lower salary level, instructors from the Hotel and Catering Industry, so that accurate and up-to-date industrial practice can be taught. The 'academic' teachers are training in subjects, such as chemistry and economics, but do not have the industrial base necessary for the Hotel and Catering Industry. There is, therefore, a conflict in Colleges for obvious reasons.

THE INDUSTRIE- UND HANDELSKAMMER

101 The success of the Dual System depends entirely on the effectiveness of the Chambers. Under the training regulations, the Chamber of Commerce is responsible for appraising training places, monitoring the proper implementation of the training regulations, and setting and marking the final examinations. The representatives of the Chamber have a legal duty to advise and consult with firms. They have a duty to interpret the regulations and to assess the quality of training places. If there are shortages and failings the inspectorate is responsible for putting these right and, when necessary, organises special courses for trainees and apprentices.

102 It is only possible to comment on the effectiveness of the Chamber at Wiesbaden. The members of the inspectorate were most impressive not only for their knowledge of the firms and colleges, but also for their humanity and understanding of all the problems. This impressed the British party especially when it was realised that there were only three training advisors to monitor 802 training firms and 4783 training contracts. A mammoth task, and yet they knew the strengths, weaknesses and idiosyncracies of employers and colleges. If this is a typical example then the care given to training is very impressive indeed and the Dual System deserves every success. The Hotel and Catering vocational field was just one of the responsibilities of one adviser. In Wiesbaden this involved relationships with three Berufsschulen, and supervisors of 109 training firms, and 368 training contracts.

VI CONCLUSIONS

103 Therefore in the light of their experiences in the Federal Republic of Germany, the visiting party, recognising that all systems have good and bad points, requests that active consideration be given by the appropriate authorities in the United Kingdom to the following conclusions of the group, drawing on experience from the Federal Republic where this is relevant:

a. One of the most noticeable aspects of the Dual System is the willingness of German employers to participate not only because of the economic advantages of employing apprentices, the control of the workforce, and the flexibility of labour, but also because of the social and cultural status of apprentice training and the recognised 'bench mark' of the vocational training regulations. Therefore if there were closer co-operation of industry with education in the UK training here could only be improved. If this were to be effected it would be necessary to revise the further and vocational education system and the links it has with industry to create an integrated long-term strategy.

b. The insistence that every apprentice must have a good grounding in practical skills before continuing his education and becoming a manager is extremely important. In the UK, for example, the full-time TEC programmes have a weakness in this respect.

c. The fact that apprentices were given day-release for education is also an important aspect. Consideration should be given in the UK to resurrect the 1902 Fisher Act in which it was stated that every young employee under the age of 18 should be given day-release for further education.

d. Nevertheless, there are also a number of misgivings concerning the Dual System. These are :

(i) There appeared to be little training for the unskilled and for those who failed to get an apprenticeship. Those who volunteered for full-time further education were not awarded any recognition by employers. In fact the very opposite is the case. If they wished to obtain an apprenticeship they had to ignore and sacrifice their full-time education.

(ii) Some apprenticeships seem to last longer than the skill warranted.

(iii) For the scheme to be fully successful co-ordination among the partners is essential. This was not always achieved. On the other hand, the lack of industrial involvement in the UK schemes is also a major weakness.

(iv) There is much to be said for the Dual System which does absorb a high proportion of the school leavers and furthermore proves each of them with an opportunity to obtain a qualification which has a high practical element and is recognised by all employers. Also this qualification provides entry back to Higher Education and finally is highly regarded in the cultural system of the Federal Republic of Germany. New programmes being considered in the United Kingdom do not match these criteria.

(v) Despite the large number of available training places, there are still problems in providing places for all young people who want them. In many areas there is a surplus, in others, there is a shortage. Very often availability does not match demand and too limited a range restricts freedom of choice. This can lead to a situation where people have to make several attempts to find a training place. For example, it was stated in Berlin only between one-third and two-thirds obtain an apprenticeship of their choice.

APPENDIX A : THE DUAL SYSTEM

A1 The Federal Republic of Germany comprises the 11 Länder (States) and under the basic constitutional law of 1949 they are responsible for all educational matters. At that stage of the establishment of the Federal Republic there was a distrust of strong central government and a determination to establish the Länder as autonomous in these matters. Some co-ordination is nevertheless needed since, for example, the Basic Law guarantees the freedom of movement, the freedom to choose one's place of work, and one's place of education. Therefore the Länder must co-operate to ensure that the structures, institutions, curricula and leaving certificates are broadly comparable.

A2 The chief organ for co-ordination has been the Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland (Standing Conference of the Education Ministers of the Länder of the Federal Republic of Germany) usually known as the Kultusministerkonferenz or the KMK. This was established shortly before the Federal Republic and has made several hundred agreements, being particularly active in the period 1954 to 1964 when much standardisation was achieved. Success here is in part due to the fact that within each Land a tight central control exists.

A3 This has in effect standardised the first (or compulsory) stage of secondary education into three main types of school in which the first two years are an orientation stage with syllabuses common to all types of school so children can be easily transferred if their original placement proves unsuitable.

a. Hauptschule (Secondary Modern or Main School) attended by half the age group, and offering classes up to Grade 9 (15 years). The leaving certificate indicating a satisfactory completion of the school work is called the Hauptschulabschluß, giving entry to a variety of trade training and some full-time courses in the second stage secondary education.

b. Realschule (Technical Grammar) attended by a quarter of the age group, and offering classes up to Grade 10 (16 years). Students can then take the Mittlere Reife (Intermediate Certificate) which is an entry qualification to full-time FE (Fachoberschule). Alternatively, students may leave full-time schooling and take up employment, usually with on-the-job training and with compulsory day-release.

c. Gymnasium (Grammar School) attended by a quarter of the age group, and offering full-time academic courses up to Grade 13 (19 years), preparing students for entry to higher education. Pupils at the end of the course take the Abitur examination which gives access to University and Higher Education. Pupils who leave at the end of the tenth grade with satisfactory performance are regarded as having a Realschulabschluß, or Mittlere Reife.

A4 Through the KMK an agreement has been reached that all Länder shall experiment with the Gesamtschule (Comprehensive School). Full integration is difficult because the leaving certificate for the traditional three types still dominates employers' minds. Some Länder are more enthusiastic about this provision than others. The exact proportion of entry to each type of school varies from Land to Land.

A5 At the end of compulsory schooling about 60% of the young people leave and take up a vocational training contract. The traditional (and basic) system of vocational education and training in the Federal Republic of Germany is known as The Dual System. Under this system a young person on a training contract or apprenticeship receives appropriate vocational training in the firm with which the contract is made and also, by Law, has to attend a vocational school for one day a week where an appropriate vocational education is provided. This system is in essence well established and is generally highly regarded. Maintaining co-ordination in the system is not easy.

A6 Currently the detailed arrangements and legal authority of the Vocational Training half of the Dual System derive from two main Federal Acts:

a. Berufsbildungsgesetz - 1969 - (Vocational Education Act)

b. Berufsbildungsförderungsgesetz - 1981 - (Vocational Education Development Act)

The object of initial training is defined in the 1969 Act as follows:

> *"to provide through a systematic training programme a broadly conceived basic preparation for an occupation and the necessary technical abilities and knowledge to engage in a skilled form of occupational activity. Initial training shall also enable a trainee to acquire the necessary occupational experience."*

A7 Under the Berufsbildungsgesetz (see A6a) the basic position is as follows:

a. All training contracts must be registered as being for one of the 460 or so occupations defined and established by the Bund.

b. The training contract must be registered with the Chamber with which the employer is registered (all businesses must be so registered) and supervised by that Chamber which will conduct the terminal examination and test for the award of skilled status.

c. The training and testing will be within and to curriculum and standards established in the Ausbildungsordnungen (Training Regulations) issued by the Bund.

d. All workers on training contracts are guaranteed day-release (or block-release) for the length of the contract (under Länder law, derived from KMK agreements, all workers under 18 - with or without training contracts - are required to attend Berufsschule on day-release).

e. All training must be supervised by appropriately qualified personnel. These may be appropriate higher education graduates but are usually qualified Meister (Master Craftsmen). The training may also be supervised by holders of the Pedagogical Aptitude Certificate.

f. The length of training is laid down in the regulations but can be varied by agreement if, for example, the apprentice has undertaken appropriate full-time studies at a specialist school.

A8 By long tradition the Ausbildungsordnungen are issued by the Bundesministerium für Wirtschaft - BMW - (Federal Ministry for Economic Affairs) but in practice since the establishment of a Bundesministerium für Bildung und Wissenschaft - BMBW - (Federal Ministry of Education and Science) in 1969, the detailing of these is supervised mainly by the BMBW. In practice the bulk of the work is carried out by the Bundesinstitut für Berufsbildung - BIBB - (Federal Institute for Vocational Training), a large research and development institute largely responsible to and established by BMBW but having a measure of independence. BIBB also conduct basic research, statistical monitoring and develop teaching and training materials and equipment.

A9 The Länder co-operate to provide appropriate vocational education and through the KMK issue Rahmenlehrpläne, appropriate syllabuses in an outline form, thus providing a comparability of education between Länder. Most Länder have a process of further detailing this syllabus and providing advice and teaching materials to the Berufsschule. In more recent years KMK and the Bund have agreed a process for the co-ordination of a simultaneous revision of the Ausbildungsordnungen and Rahmenlehrpläne (this is described in Item 1 of the bibliography contained in Appendix F). This further improves the process of co-ordination.

A10 While it is always difficult to establish precise comparability between standards in different trades or subjects, it is still clear that many Ausbildungsordnungen (and Rahmenlehrpläne) are

not of comparable levels of difficulty or achievement when compared to *'skilled trades'* in the United Kingdom - UK. Most require a three year period of apprenticeship, some two and a half, some four. Some regulations in the older minority trades were last revised forty years ago, but the *'big forty'* that encompass 80% of all apprentices are recent. In total the system provides a powerful and systematic training.

A11 Industry and the KMK have agreed to experiment with a new Berufsgrundbildungsjahr (Vocational Education Foundation Year). This is to provide a first year of apprenticeship or (equivalent) in which the education received is broad-based and related to one of thirteen Berufsfelder (Vocational Fields) rather than one of the 460 defined trades. The objectives are that the students will be able to:

a. identify, understand and evaluate the general relationships between work, the economy and society and their own position in working life and society;

b. make a more informed decision on career choice;

c. be occupationally mobile;

d. be equipped to meet the specific demands of vocational training.

The experiment exists in co-operative form with industry releasing students to general education, and in full-time form in Berufsschule.

A12 The aggregate provision for young people then can be expressed as follows:

14% in full-time general education aiming for higher education

14% in full-time vocational courses aiming for job entry at technician level, or late apprenticeship

65% encompassed in the Dual System

3% employed as (unskilled) young workers

4% unemployed with access to a variety of extensive one-year provisions

A13 The above implies a high level of general society commitment to and respect for training. The monetary and social status of the skilled worker in FRG is high, and this is often seen within FRG as well as the UK as a key to the success of the West German economy. It should be added that the further status of Meister (Master Craftsman) may also be regarded as crucial to the status of skilled worker. This higher status is achieved by further study after experience as a craftsman and grants are available from the Bundesanstalt für Arbeit - BFA - (Federal Labour Office) to support these studies. In law one must be a Meister to register and practise certain trades, to be an employer, to take on or supervise apprentices. Many large firms also make this a normal qualification for supervision in work places. Furthermore, skilled status gives

access to further training for the qualification of Techniker (Technician).

POLITICAL ASPECTS

A14 The Industrie- und Handelskammern are organised into regional, Länder and Federal level organisations for the purpose of influencing matters of interest to them. This also applies to the Handwerkskammern. This provides a regional basis of influence. Organisations in Industrie may voluntarily join both *'industrial'* organisations for *'sector interests'* and employers organisations for collective bargaining. Local, regional and Federal level organisations exist. Meister in the Handwerk trades may join trade specific Innungen (Guilds); again, local, regional and Federal level organisations exist.

A15 At the Federal level, the Kuratorium der Deutschen Wirtschaft für Berufsbildung (Kuratorium of German Industry for Training) has been established to co-ordinate opinion on training from the large number of Federal organisations that have come to exist.

A17 In total the range of cultural, social, economic and political support for recognised skill and training in FRG is massive. It would be difficult to transfer to the UK.

APPENDIX B : EXAMPLE TRAINING REGULATION

DECREE RELATING TO VOCATIONAL TRAINING AS A COOK

DATED 11th JUNE 1979

The following regulations are decreed by agreement with the Federal Minister of Education and Science and pursuant to paragraph 25 of the Vocational Training Act of 14 August 1969 (Federal Law Gazette I, p.1112), which was last amended by paragraph 24, No.1 of the law dated 24 August 1976 (Federal Law Gazette I, p. 2525) :

I

STATE APPROVAL OF THE TRADE AS ONE FOR WHICH OFFICIAL TRAINING IS OFFERED

The trade of cook* (Koch/Köchin) is approved by the state as one for which official training is offered.

2

DURATION OF TRAINING

Training lasts three years.

3

DEFINITION OF VOCATIONAL TRAINING

Vocational training will comprise, as a minimum, the following knowledge and skills :

1 Knowledge of the training establishment.

2 Cleaning and maintenance of the premises and equipment.

3 Storing and checking of goods.

4 Knowledge of the arrangement of menus and beverage lists.

5 Working in service.

6 Preparation and presentation of simple dishes and beverages with due observance of the basic principles of nutritional science.

7 Use and maintenance of equipment and utensils.

*In the original German, both the male and female forms (as given here) are used.

8 Protection of labour and prevention of accidents.

9 Hygiene.

10 Environmental factors and protection.

11 Foreign-language technical terms.

12 Kitchen organisation.

13 Preparation and presentation of salads, vegetables, mushrooms, potatoes, farinaceous foods, legumes and cereal products.

14 Preparation of egg dishes.

15 Preparation of stock, soups and sauces.

16 Preparation and presentation of fish, shellfish, crustaceans and molluscs.

17 Preparation and presentation of butcher's meat and offal.

18 Preparation and presentation of game and poultry.

19 Preparation and presentation of cold and hot hors d'oeuvre.

20 Preparation and presentation of cold buffet dishes.

21 Preparation of cheese dishes.

22 Preparation and mixing of doughs and batters.

23 Preparation and presentation of hot, cold and frozen dessert dishes.

24 Processing and serving of pre-cooked dishes.

25 Compilation of menus based on due observance of nutritional science and the rules of the trade.

26 Calculation of the prices of materials and goods bought in bulk.

4

OUTLINE TRAINING SCHEME

The skills and knowledge detailed in paragraph 3 above will be imparted in accordance with the instructions for the content and timing of the vocational training (outline training scheme) laid down in the Appendix. Any arrangement as regards the content and timing of the training which deviates from the outline training scheme is only permissible provided it has been preceded by basic, vocationally-orientated training or if special practical-work circumstances render such deviation necessary.

5

TRAINING SCHEME

The person providing the training is required to compile a training scheme for the trainee based on the outline training scheme.

6

REPORT LOGBOOK

The trainee is required to keep a report logbook as a training record. He will be given every opportunity to do this during his period of training. The person providing the training will inspect the report logbook at regular intervals.

7

INTERMEDIATE EXAMINATION

1 An intermediate examination will be held. This will take place after 18 months.

2 The intermediate examination will cover the knowledge and skills listed in the Appendix to paragraph 4 for the first 18 months, together with the subject-matter taught in the vocational college in accordance with the outline curricula, insofar as relevant to the vocational training.

*Promulgated on 22 June, 1979 (Federal Law Gazette, I, p.643)

3 In order to demonstrate his mastery of skills the candidate will be required to carry out two practical tests lasting, at most, four hours in all. These tests may be taken from the following specific subject areas :

1. preparation and presentation of simple dishes and beverages with due observance of the basic principles of nutritional science;
2. preparation of soups;
3. preparation and presentation of salads, vegetables and cold dishes;
4. preparation and presentation of cold dessert dishes, including whey cheese and yoghurt.

8

FINAL EXAMINATION

1 The final examination will cover the knowledge and skills listed in the Appendix to paragraph 4, together with the subject-matter taught in the vocational college insofar as relevant to the vocational training.

2 In order to demonstrate his mastery of skills the candidate will be required to prepare, as a practical test lasting at most, seven hours in all, a menu of at least two parts for a minimum of four people, including the ordering of material and serving up.

3 In order to demonstrate his theoretical knowledge the candidate will be tested in technology, subject-related mathematics and economics and social studies. Problems and assignments may be set from the following subject areas :

1. Technology :

   a. importance of preparing and presenting foodstuffs in such a way as to save and preserve their nutritive value;

   b. preparation and presentation of foodstuffs with due observance of the basic principles of nutritional science;

   c. properties of foodstuffs, including quality characteristics and possible applications;

   d. compilation of menus;

   e. protection of labour, prevention of accidents, hygiene.

2. Subject-related mathematics :

   a. calculation of materials and costs;

   b. cost accounting.

3. Economics and social studies :

   economics and social studies, including the laws and decrees relating to foodstuff legislation and in particular the foodstuff regulations necessary for the running of a catering establishment.

4 In technology and economics and social studies the theoretical examination will be both written and oral; in mathematics it will be written only.

5 The following standard times will be adopted for the written theoretical examination :

1. technology : three hours

2. subject-related mathematics; economics and social studies : one and a half hours each.

6 The oral examination will not exceed 20 minutes in all per candidate.

7 Provided the written theoretical examination is carried out in programmed form, the examination times given in paragraph 5 above may be deviated from.

8 The theoretical and practical tests carry equal weight in determining the result of the examination. In the theoretical test technology carries three times as much weight compared with subject-related mathematics and economics and social studies.

9 The examination is passed if an adequate standard, at least, is attained in both the theoretical and practical tests and in the technology section of the former.

Translation from an extract from the APPENDIX to the TRAINING CONTRACT FOR A RESTAURANT SPECIALIST

III. SPECIAL VOCATIONAL TRAINING

1	2	3	4					
Serial No.	Area of vocational training	Knowledge and skills to be taught	To be taught during training sections					
			1	2	3	4	5	6
21	Serving and clearing away in the restaurant (Section 6, No.1)	a. receiving guests, showing them to their seats and taking their orders; b. the carrying out of preparatory work in order to provide superior service.					+	+
22	Carrying out of special duties at table (Section 6, No.2)	a. provision of information on international methods of waiting at table; b. hot and cold buffet work; c. table work, in particular filletting, carving and flambéing; d. preparation of food and mixing of drinks in the customer's presence.					+ +	+ +
23	Compilation of the bill of fare and menu (Section 6, No.3)	a. arrangement and compilation of large-scale menus; b. compilation of a banquet menu, including the appropriate drinks.					+	+
24	Compilation of the beverages and wine lists (Section 6, No.4)	a. compilation of beverages and wine lists; b. explanation of the importance of the beverages and wine lists as regards publicity and sales.					+	
25	Handling and pouring of drinks (Section 6, No.5)	a. the serving of wines and sparkling wines; b. the handling of various kinds of beers						+ +
26	Mixing of cocktails and other drinks (Section 6, No.6)	a. preparation of long drinks; b. mixing of punches; c. preparation of hot alcoholic drinks; d. mixing of cocktails.					+ +	+ +
27	Preparation for, and work at banquets and other special functions (Section 6, No.7)	a. explanation of the organisation of serving procedure; b. provision of information on GEMA@ charges, dance licences and closing hours of restaurants; c. advising customers; d. the carrying out of preparatory work for a function in accordance with a pre-arranged plan, in particular the table arrangement and preparation of a seating plan and seating guide.					+ +	+ +
28	The running of a station (Section 6, No.8)	a. taking of orders; b. presentation and settlement of customers' bills; c. settling up of daily takings.						+ +
29	Accounts and cash transactions (Section 6, No.9)	a. explanation of basic principles of costing and cost accounting; b. conversion of foreign units of currency; c. carrying out of stock-taking, buffet accounting and checking of vouchers; d. compilation of goods statistics; e. acceptance, checking and onward transmission of cheques.					+ +	+ + +
30	Organisation of training establishment (Section 6, No.10)	Compilation of duty rosters and organisational schedules in order to ensure efficient working methods and procedures.						+
31	Advertising and publicity (Section 6, No.11)	a. explanation of external publicity procedures; b. the carrying out of publicity measures on the premises, as directed.					+	+

* The period of training is divided into six training sections. A training section comprises 6 months in the case of a 3-year training period, 5 months in the case of a 2½-year training period and 4 months in the case of a 2-year training period. In the event of a Berufsgrundbildungsjahr having been successfully completed, on-the-job training will commence in the second year. The right is reserved to alter timings for reasons peculiar to the establishment where training is being given or because of the trainee's personal circumstances. Due allowance will be made for vocational college instruction (block release), holidays and training arrangements outside the training establishment.

@ Note :

"GEMA" = Gesellschaft für musikalische Aufführungs- und mechanische Vervielfältigungsrechte (musical performance and mechanical reproduction rights society).

9

CANCELLATION OF REGULATIONS

The vocational definitions, training schemes and examination requirements hitherto applicable to trainees, apprentices and others subject to comparable regulations - in particular trainee cooks - and which are covered by this statutory decree, no longer apply.

10

TRANSITIONAL RULING

The existing regulations will continue to apply to vocational training arrangements which are already in use when this decree comes into force unless the contracting parties agree to apply the regulations laid down in the said decree.

11

BERLIN CLAUSE

This decree also applies to Berlin in accordance with paragraph 14 of the Third Transference Law* in conjunction with paragraph 112 of the Vocational Training Act.

12

EFFECTIVE DATE

This decree comes into force on 1st October 1979.

Bonn, 11th June 1979.
Schlecht,
pp. Federal Minister for Economic Affairs

APPENDIX C

EXTRACTS FROM THE TRAINING REGULATIONS FOR MEISTER : THE PEDAGOGIC ELEMENTS

Date : 12th December 1977

VOCATIONAL AND WORK-PEDAGOGY PART

(1) The following subjects will be tested in this part:

1. basic issues relating to vocational training;
2. planning and implementation of training;
3. young people undergoing training;
4. legal basis of vocational training.

(2) In the section entitled "legal basis of vocational training" the following topics may be examined:

1. aims and tasks of vocational training as part of the educational system; individual and social entitlement to equality of opportunity, mobility and promotion; individual and social significance of the workforce and productivity; interconnections between vocational training and the labour market;
2. firms, organisations covering groups of firms and vocational schools as training centres within the vocational training system;
3. duties, status and responsibility of trainees and instructors.

(3) In the section entitled "planning and implementation of training" the following topics may be examined:

1. curricular content of training; survey of vocation for which training is being given; outline training programme; examination requirements;
2. didactic preparation of training material:
   a. determination of learning aims; organisation of training;
   b. arrangement of sections of training carried out on courses and on productive work; selection of training centres in firms and in organisations of training programmes in firms;
3. co-operation with trade schools, careers advisors and training advisors;

4. teaching procedures and learning processes in training:

   a. teaching methods, particularly instruction and practice at the place of work; teaching discussions; demonstration of training processes;

   b. training material;

   c. learning and guidance aids;

   d. assessment and evaluation.

(4) In the section entitled "young people undergoing training" the following topics may be examined:

1. necessity for, and importance of vocational training for young people;

2. performance profiles, abilities and aptitudes;

3. typical development manifestations and behavioural tendencies in adolescence; motivation and reaction; group-psychological behavioural patterns;

4. environmental influences both at work and outside; social and political behaviour of young people;

5. reaction to particular problems in the education of young people;

6. health welfare of young people, including preventive measures against occupational diseases; attention to performance graph; prevention of accidents.

(5) In the section entitled "legal basis of vocational training" the following topics may be examined:

1. the main provisos of the Basic Law, the relevant regional constitution and the law relating to vocational training;

2. the main provisos of industrial and social law, legislation relating to the protection of labour and the protection of young people, in particular the laws on employment contracts, the constitution of enterprises, collective wage agreements, the encouragement of employment and training, the protection of youth labour and the prevention of accidents;

3. the statutory relationships between instructors, trainers and trainees.

(6) The examination will be both written and oral.

(7) The written examination will normally last for a total of five hours and will consist of one paper taken under supervision on each of the sections 3 to 5 above. The oral examination will cover the subjects listed in sections 2 to 5 and will normally last half an hour per candidate. In addition, each candidate will be required to give a practical lesson to trainees.

PASSING OF THE EXAMINATION

(1) The three parts of the examination will be evaluated separately. A grading will be awarded for each part of the examination, consisting of the arithmetical mean of the marks given for achievement in the individual sections. The marks awarded in the written and oral parts of a section will be combined to produce one mark, the mark awarded in the oral part carrying double weighting as specified in section 4, paragraph 7. The mark awarded for the practical lesson in the vocational and work pedagogy part will be added as a separate mark to the marks awarded in each case for the individual sections, and the arithmetical mean calculated.

(2) The examination is passed if the candidate's performance in each of the three sections is, at least, adequate; this may include an unsatisfactory grading in, at the most, one section per part of the examination.

(3) A certificate that the examination has been passed will be issued as shown in Appendix 1*. At the candidate's request a certificate as per Appendix 2* will be issued showing the gradings obtained in each section of the examination and for the practical lesson. In the event of exemption under section 7 the place and date of the examination which was taken elsewhere should be given, together with the name of the examining body .....

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* Not included in this extract.

APPENDIX D : NOTES

1 See also Russell R., and Parkes D.L. *Measures to deal with Youth Unemployment in the Federal Republic of Germany*, No 1 Studies in Vocational Education and Training in the Federal Republic of Germany, Coombe Lodge Publications, Blagdon.

2 It is frequently claimed in the UK that the FRG system can work because the wages to trainees are lower than in the UK. As an average percentage of adult skilled rate this is true, but it should be treated with caution. In practice apprentice wages in FRG vary a great deal as a result of collective bargaining at industry level in two ways:

(a) Adult-Skilled wages vary;

(b) The % of (a) that the apprentice gets varies according to the popularity of the trade for apprenticeship.

The outcome can be illustrated as follows:

Average apprentice wage during all stages of training in 1982:

Mining Mechanic	988DM per month
Bricklayer	905DM " "
Bank Clerk	788DM " "
Sales Girl	551DM " "
Carpenter	481DM " "
Hairdresser	304DM " "

Source: Labour and Social Affairs Report, 4/83, Embassy of Federal Republic of Germany, London.

The high wages of trainees nevertheless leaves the Mining and Construction industry short of the trainees it requires and does not deter them from training.

See also : "JUGENDARBEITSLOSIGKEIT UND BERUFSBILDUNG Sozialer und materieller Status von Jugendlichen beim Übergang von der Schule zum Beruf in der BUNDESREPUBLIK DEUTSCHLAND"

1981, CEDEFOP, Bundesallee 21, Berlin 15.

3 The relevant figures are as follows:

Trades	Numbers in Training		
	1980	1981	1982
Fachgehilfe	1,108	2,227	2,809
Hotelfachmann/Hotelfachfrau	2,830	6,843	10,792
Restaurantfachmann/Restaurantfachfrau	1,388	2,963	4,873
Hotel- und Gaststättengehilfin	*8,643*	*4,197*	*428*
Kellner(in)	*2,807*	*1,254*	*153*
Sub Total	16,776	16,230	19,055
Koch/Köchin	21,687	21,685	22,525
Kaufmannsgehilfe im Hotel- und Gaststättengewerbe	2,022	2,030	2,039
Total	40,405	41,199	43,619

4 Der Deutscher Hotel- und Gaststättenverband - DEHOGA - (German Federation of Hotel and Restauranteurs) is the national organisation of trade employers. It is the national federation based on fourteen Länder, or sub-Länder, federations. Employer participation is high and strongly influences training provision and regulations at all levels.

5 See also Section VIII and Appendix D to Russell, R. *Vocational Education and Training in the Federal Republic of Germany*, Comparative Paper No.10, 1983, Coombe Lodge Publications, Blagdon.

6 Details of the training regulations and contracts for all four of the main hotel and catering trades are in: Russell R. (Ed) *Training Contracts in the FRG (Illustrated with the Hotel and Catering Trades)* Information Bank Paper No. 1835, Coombe Lodge Publications, Blagdon.

7 In the FRG one can be apprenticed as a Hauswirtschafterin (Housekeeper) and pursue the profession with a higher qualification that allows one to take on apprentices. Only larger households with children are approved for this purpose. This trade is quite distinct from that of Housekeeper in a hotel, most of whom will have been trained as Hotelfachfrau, or Gehilfe in Gastgewerbe.

8 See also Russell R. and Parkes D.L. *Career Development Training in the Federal Republic of Germany*, No.10 Studies in Vocational Education and Training in the FRG, 1983, Coombe Lodge Publications, Blagdon.

9 In not providing an evening meal service the Hotel Kufurstendamm is not unusual in the FRG. There is a strong tradition of 'Hotel Garni' that provide high quality accommodation and reception and night porter service, breakfast, and perhaps a drinks service. Thus, by adding lunch and small scale banqueting, the Hotel Kurfurstendamm can provide a virtually complete set of training opportunities.

10 Although nearly all the legal authority for education lies with the Länder, the establishment of the Federal Ministry (BMBW) led on to the establishment of the BLK (the Federal Länder Commission) for the promotion of educational planning and research. This powerful group drew up the 1973 'General Plan' for the development of education that has guided all developments since. The proposed revision of the plan emerged in the politically uncertain time of the CDU/CSU/FDP Coalition government at Federal level, just before the General Election in March 1983. The status of the plan is, at the time of writing, uncertain.

11 New Apprenticeships in FRG

	Applications Made	Places Offered	Contracts Signed	Places Not Filled	Applicants Not In Apprenticeship
May/Oct 1982	667,000	651,000	631,000	20,000	36,000
May/Oct 1983	655,000?	685,000?	?	?	?

Source: Embassy of FRG, London, Labour and Social Affairs Report, 3/83.

12 The trades are:

Hotel and Restaurant Assistant/Assistant in Guest House
Waiter/Restaurant-Specialist/Hotel-Specialist
Cook
Baker
Sweet Maker
Assistant in Craft Bakery
Assistant in Craft Pastry Shop
Pastry Cook
Confectioner
Sales Assistant in Craft Retail (Bakery)
Butcher
Assistant in Craft Butchery
Sales Assistant in Craft Retail (Butchery)

13 See also Flower F. and Russell R. *The Industrial Tutor in the Federal Republic of Germany*, No 4 Studies in Vocational Education and Training in FRG, Coombe Lodge Publications, Blagdon.

14 Two of the traditions of the 125 Handwerk trades loom large in the training systems in the FRG. Firstly, in these grades the Meister qualification is particularly developed where after qualification as a skilled worker and three years of practice in the trade, one may undertake further examinations to become a Master Craftsman. In these trade areas the Meister qualification is an essential requirement to trade. Secondly, all Meister, whether trading or not, may join the local Guild (Innung) which acts as a mutual benefit and development association. The Hotel and Catering trades have never, despite the ambitions of many, been fully in this tradition and were excluded by the Handwerk laws of 1954 as a Handwerk trade. Nevertheless, the qualification of Kuchenmeister (Master Chef), and Serviermeister (Service Master) persist. The employers' organisations for the Hotel trade in Berlin persists in calling itself an Innung, a tradition for over eighty years, although it is restricted to employers and thus not an Innung or Craft-guild in the sense the term is used in law since 1954. A wider discussion of the position of 'Handwerk' in the FRG is in Russell R.(Ed) *The Organisation of Craft Activities in the FRG* Information Bank Paper No. 1725, Coombe Lodge Publications, Blagdon. For details of the award ceremony see Russell R. (Ed) *A Freisprechungsfeier: an open letter to Michael Erben* Information Bank Paper No. 1836, Coombe Lodge Publications, Blagdon.

15 A recurring theme in this report is the way that an apprenticeship leads into a network of careers and qualifications. This lies behind the parental support and the parents' acceptance of the low wages (see also paragraph 2 and note 2 above). Report No. 10 in this series deals with these roots for three main trade areas (including hotel and catering) as illustrations of this feature of vocational training in the FRG.

16 See note 15.

APPENDIX E : GLOSSARY OF TERMS AND ABBREVIATIONS

ABITUR :
The leaving certificate (or examination) of the Gymnasium

AUSBILDUNGSORDNUNGEN :
Training regulations issued by the Federal Ministry of Economic Affairs

BERUFSAUSBILDUNGSVERORDNUNGEN :
Training Regulations

BERUFSBILD :
Trade Profile

BERUFSBILDUNGSFÖRDERUNGSGESETZ :
Vocational Education Development Act

BERUFSBILDUNGSGESETZ :
Vocational Training Act (1969)

BERUFSFELD/ER :
Vocational Field/s

BERUFSGRUNDBILDUNGSJAHR/BERUFSGRUNDSCHULJAHR :
Basic vocational training year. This is available in full-time for or co-operative form with industry. In some Länder the full-time form is called the Berufsgrundschuljahr.

BERUFSSCHULE :
Part-time vocational school

BUND :
Federal Authorities

BUNDESANSTALT FÜR ARBEIT :
Federal Employment Institute

BUNDESINSTITUT FÜR BERUFSBILDUNG (BIBB) :
Federal institute for Vocational Education

BUND-LÄNDER-KOMMISSION FÜR BILDUNGSPLANUNG UND FORSHCUNGS-FÖRDERUNG :
Federal and Länder Commision for Educational Planning and the Advancement of Research

BUNDESMINISTERIUM FÜR BILDUNG UND WISSENSCHAFT (BMBW)
Federal Ministry of Education and Science

BUNDESMINISTERIUM FÜR WIRTSCHAFT :
Federal Ministry for Economic Affairs

BUNDESVEREININGUNG DER DEUTSCHEN ARBEITSGEBERVERBÄNDE (BDA) :
Federation of German Employers

DER DEUTSCHE HOTEL- UND GASTSTÄTTENVERBAND (DEHOGA) :
German Federation of Hotel and Restauranters

FACHGEHILFE IN GASTGEWERBE :
General Assistant in Hotel and Catering

FACHOBERSCHLULE :
Full-time vocational college. In some Länder called Berufskollegs.

FACHSCHULE :
Advanced technical schools

GEHILFE :
Assistant

GESAMTSCHULE :
Comprehensive school

GYMNASIUM :
Grammar school

HANDWERK :
Craft Trade

HANDWERKSKAMMER :
Chamber of Crafts

HAUPTSCHULE :
Secondary modern or main school

HOTEL- UND GASTSTÄTTENINNUNG :

INDUSTRIE- UND HANDELSKAMMER :
Chamber of Industry and Commerce

INNUNGEN :
Guilds

INTERNATIONALER BUND FÜR SOZIALARBEIT (IBS) :
International Federation for Social Work

KAMMER :
Chamber

KAUFMANNSGEHILFE IN HOTEL- UND GASTSTÄTTENGEWERBE :
Clerical Assistant in Hotel and Catering Work

KELLNER :
Waitor

KOCH/KÖCHIN :
Cook

KUCHENMEISTER :
Master Chef or Kitchenmaster

KULTUSMINISTERIUM :

KULTUSMINISTERKONFERENZ (KMK) :
The Conference of Ministers of Education of the Länder

KURATORIUM DER DEUTSCHEN WIRTSCHAFT FÜR BERUFSBILDUNG :
Kuratorium of German Industry for Training

LAND/LÄNDER :
State/s that comprise the Federal Republic of Germany

MEISTER :
Master or Master Craftsman

MITTLERE REIFE :
Intermediate Certificate

OBERMEISTER :
President of the guild

RAHMENLEHRPLÄNE :
Outline curricula issued by KMK

REALSCHULE :
Technical Grammar School

RESTAURANT FACHMANN/FACHFRAU :
Restaurant Specialist

SERVIERMEISTER :
Service master

STÄNDIGE KONFERENZ DER KULTUSMINISTER DER LÄNDER IN DER BUNDESREPUBLIK DEUTSCHLAND (KULTUSMINSTERKONFERENZ : KMK)
Standing Conference of the Cultural and Educational Ministers of the Länder of the Federal Republic of Germany

TECHNIKER :
Technician

WIRTSCHAFTSWUNDER :
Economic Miracle

AKA	Aufgabenstelle für kaufmännische Abschluß und Zwischenprüfung
BDA	Bundesvereinigung der Deutschen Arbeitsgeberverbände
BFA	Bundesanstalt für Arbeit
BGJ	Berufsgrundbildungsjahr
BIBB	Bundesinstitut für Berufsbildung
BLK	Bund-Länder Kommission für Bildungsplanung und Forschungsförderung
BMBW	Bundesministerium für Bildung und Wissenschaft
BMW	Bundesministerium für Wirtschaft
CDU	Christlich Demokratische Union
CEDEFOP	Centre Européen de Formation Professionnelle
C&GLI	City and Guilds of London Institute
CSU	Christlich Sozialistische Union
DEHOGA	Der Deutsche Hotel- und Gaststättenverband
DES	The Department of Education and Science
DIHT	Deutscher Industrie- und Handelstag
FE	Further Education
FESC	The Further Education Staff College
FRG	The Federal Republic of Germany
IBS	Internationaler Bund für Sozialarbeit
ITB	Industrial Training Board
KMK	Kultusministerkonferenz
PAL	Prüfungsaufgaben und Lehrmittel Entwicklungsstelle
UK	The United Kingdom

APPENDIX F : NAMES OF PARTY, PROCESS OF WRITING

The list of people on the visiting party was drawn up by the Further Education Staff College after seeking nominations and was approved by the Department of Education and Science. The names of the visiting party are given below. Before leaving the United Kingdom - UK - for the Federal Republic of Germany - FRG - the party was supplied with briefing material in English and German and met for further briefing. During the visit the group met several times and determined an outline structure to the report, a division of labour in drafting the main sections and the main orientation of the report. On return to the UK the party met at the Further Education Staff College (Coombe Lodge) and jointly worked on the written material. It has been since edited into this form by Chris Ripper and Russ Russell, before putting back to the group for finalising.

The group benefitted from having access to the reports of the first three visiting parties in this programme and meeting with another visiting party that was, at the same time, investigating the use of Industrial Tutors in FRG. The visiting party would like to gratefully acknowledge the learning that took place.

The views contained in this report do not necessarily represent the views of the institutions represented or organising the work.

Name, Post Held :	Nominated By :
Felix Bihlmeier Principal Lecturer in German Bristol Polytechnic.	(Group Interpreter)
Ernest J. Brent Principal South Glamorgan Institute of HE.	Association of College Principals
Ivor Hixon Head of Department Hotel & Catering Operations Blackpool & Fylde College of F&HE.	Catering Teachers Association
E. Jean Lawrence Senior Lecuter in Accommodation Operations Westminster College.	Catering Teachers Association

Name, Post Held :	Nominated By :
Roger Norman Development Officer Further Education Curriculum Review & Development Unit.	Further Education Curriculum Review & Development Unit
Russ Russell Staff Tutor Further Education Staff College Coombe Lodge.	(Programme Co-Ordinator)
Tracy Warnes Assistant to the Head of Training Hotel & Catering Industry Raining Board.	Hotel & Catering Industry Training Board
Liz Wilson Administrative Officer City & Guilds of London Institute.	City & Guilds of London Institute
Chris Ripper Personnel & Training Director Ladbroke Hotels Ltd.	British Hotels, Restaurants and Caterers Association

APPENDIX G : VISITS AND MEETINGS

The Visiting Party visited, or met staff from, the following organisations

AT FEDERAL LEVEL

Bundesinstitut für Berufsbildung - BIBB
Bund-Länder Kommission für Bildungsplannung
und Forschungsförderung - BLK
Bundesministerium für Bildung und Wissenschaft - BMBW
Bundesvereinigung der Deutschen Arbeitgeberverbände - BDA
Deutscher Hotel- und Gaststättenverband - DEHOGA
Deutscher Industrie- und Handelstag - DIHT
Ständige Konferenz der Kultusminister der Länder
in der Bundesrepublik Deutschen - KMK

IN HESSEN

Industrie- und Handelskammer zum Wiesbaden
Kerschensteinerschule, Wiesbaden
Louise-Schröder-Schule, Wiesbaden
Hotel und Gaststättenverband, Hessen
Mövenpick Hotel, Wiesbaden
Penta Hotel, Wiesbaden
Hotel Schloss, Reinhartshausen
Deutsche Verband der Küche
Staatliches Schulamt, Wiesbaden
Romantik-Hotel Schwan, Oestrich-Winkel
Ferienheim der Urlaubs- und Lohnausgleichskasse der
Bauwirtschaft, Kiedrich/Rhg

IN BERLIN

Senator für Schulwesen
Brillat-Savarin Oberschule
Hotel Fachschule
Hotel und Gaststätteninnung
Hotel Alsterhof
Hotel Kurfurstendamm
(Ausbildungszentrum der International Bund für
Sozialarbeit)
Penta Hotel, Berlin

OTHERS

European Centre for the Development of Vocational Education, Berlin
Professor Feltin, Institut für Arbeits- und Berufspädagogik, Frei Universität, Berlin
Öktopia eV, Berlin

APPENDIX H : FURTHER READING AND REFERENCES

INTRODUCTION TO THE EDUCATION SYSTEM IN THE FRG

The following items are descriptive accounts of the educational system in general.

1 British Council. *Federal Republic of Germany*. (Education Profile), British Council, 1981.

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6 Sekretariat der Ständigen Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland ed.
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15 DEHOGA, *Organisation und personelle Besetzung*, Bonn, Dehoga, 1981/2.

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1 Measures to deal with Youth Unemployment in the Federal Republic of Germany (revised July 1983)

ISBN: 0-907659-19-5

2 Vocational Counselling and Guidance in the Federal Republic of Germany (revised September 1983)

ISBN: 0-907659-23-3

3 Experiments with the first year of Apprenticeships in the Federal Republic of Germany (revised July 1983)

ISBN: 0-907659-24-1

4 The Industrial Tutor in the Federal Republic of Germany (May 1982)

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ISBN: 0-907659-09-8

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ISBN: 0-907659-11-X

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ISBN: 0-907659-13-6

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